Employment Service REVIEW

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UNITED STATES EMPLOYMENT SERVICE and AFFILIATED STATE EMPLOYMENT SERVICES

In This Issue

AS A SUPPLEMENT to the REVIEW's May 1948 theme, "Youth Enters the Labor Market," a group of four California stories describes the State's transient youth problems and its well-developed system of cooperation with the schools to promote job opportunities for graduates and undergraduates. pp. 3–9

HAVING PAID his debt to society, a former prisoner reenters the labor market, through the assistance of the Rhode Island State Employment Service. He had made the most of the training opportunities given him by the United States penitentiary authorities and was ready for his opportunity when it came. p. 10

PERIODICALLY calamities challenge the capacity of the Employment Office for service. In meeting the challenge, the employment office frequently finds itself the hub of the whole community's effort. That is what happened when the Washington State Employment Service bent its energies a few months ago to help the community cope with the Columbia River flood. p. 12

WHEN SOME INDIVIDUAL staff member goes beyond the "line of duty" to win public commendation as a civic-minded citizen, the organization to which he belongs shares and takes pride in the acclaim. "Young Man of the Year" tells of the honor which came to Joseph E. Fay, Manager, Pennsylvania State Employment Service, Wilkes-Barre, Pa. (p. 18)

"INSIDE the Casual Labor Office" tells the story of short-time-job applicants in the Skid-Road district of Seattle, Wash. The story has many angles, but one is left with the thought that this careerless group "also serves" in doing the work of the world. If there were no floating workers, some jobs would probably go undone. p. 15

WE ARE GRATEFUL to Mr. Chao-Ming Yu for his interesting report on the Employment Service in Shanghai, China. It is the eighth in a series of articles on "Labor Exchanges Abroad" which the EMPLOYMENT SERVICE REVIEW is bringing its readers. In sending us his manuscript Mr. Yu said: "One of my American friends in San Francisco sent me a copy of the EMPLOYMENT SERVICE REVIEW, which I very much appreciate and for which I am now sending a report of Shanghai Employment Service. This is the first report written in English." p. 20

We Have What It Takes, But Do We Use It?

I Wonder!

IN READING, studying, and listening to the problems of the local Employment Service offices, I wonder if both we and they are not missing the boat. Do we actually make sufficient effort to sell our services to the local managers? Are they actually doing their best in selling their services to their community?

I know that almost all managers who have had experience in any small community for any length of time, (Nevada is made up of small communities) feel that they know a good deal about their areas: they are reasonably certain that they will be called upon in nearly all instances when workers will be needed, but still, I wonder.

Is it enough for us to feel that we will receive nearly all the job openings that apparently develop in our area? I don't think so.

Small offices have so much greater opportunity actually to sell the fundamental worth of the Employment Service than do larger, cosmopolitan offices; they can do this because they can get right into the grass roots of the Nation's business.

What more could we do? We make out all requested reports; we know employment statistics of our community; we know economic trends and market conditions; in fact, we have at the tip of our tongue just what makes our community "tick," but still, I wonder.

We know our community, but does our community know us? Do the business and professional people of our community know anything about the tools and techniques that have been developed by the Employment Service? Do they know how hard and conscientiously the workers in the Employment Service strive to collect, analyze, collate, and distribute information for their assistance? Has the Dictionary of Occupational Titles been explained to them? Has the method of writing job descriptions to fit individual employer needs been explained to them? Do they know our business like we know theirs? I wonder.

If this be the case, what can we do about it? If we are going to exist as a service organization, it seems to me that we must apply some of our own analytical tools to our own business. We must start selling our business, not merely as a job placement organization, but as a complete business, a business of trained personnel people able to act and advise on all local problems related to employment. We must start applying ourselves, far beyond our present efforts, in selling our products (DOT, Job Descriptions, Labor Market Information, labor trends, new business opportunities, lower turn-over, etc.)

We have the tools! We have the personnel! We have the ability! Do we use them as we should ?

I wonder!

BY GEORGE E. PUDDINGTON
Employment Specialist, Nevada State Employment Service

Employment Service REVIEW

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At press time

High Harvest WITH LABOR THIS year in heavy demand everywhere, employment offices, nevertheless, were able to supply the needs of farmers who are bringing in bumper crops that will make this year's farm production the highest on record. According to September 1 estimates of the Department of Agriculture, the 1948 corn crop will be 3.5 billion bushels, topping last year's by over a billion bushels. This means that we shall have some 1.1 billion bushels more of corn with which to meet the needs of the Nation and the struggling world. Our good earth's expected yield of wheat also is a tribute to the genius of our farmers. This year's crop, the second highest on record, is estimated at 1.3 billion bushels.

NEPH Week THE 1948 OBSERVANCE of "National Employ the Physically Handicapped Week" introduced a new set of posters, pamphlets, and approaches to employers that proved the most colorful in years. A three-color sheet circulated by the Veterans' Employment Service and the Junior Chamber of Commerce in many communities listed employers who were pledged to hire a disabled veteran. The VES also issued an impressive pamphlet which was organized as a "progress report." In addition, there was a series of four cartoon-type pamphlets that featured a new twist to Employment Service direct-mail campaigns to employers. The series was based on the BLS study of impaired workers in the manufacturing industry, and effectively answered in capsule form such questions as: Do handicapped workers stay on the job? Have more accidents? Are they efficient? and "Why not hire the handicapped?"

The President's Committee on "NEPH" Week notified all Governors that "Award of Merit" certificates were available to employers with excellent records in the hiring of the disabled. The citations read: "For outstanding efforts in employing physically handicapped men and women for work suited to their abilities and because of an enlightened policy of recognizing that abilities, not disabilities, are important." Awards will be issued and signed "For the President" by Adm. Ross T McIntire upon recommendations made by State Governors following the October 3–9 observance.

"Hot" Session PLAYING HOST to the Bureau of Employment Security regional representatives at a midsummer conference, the Capital City of Washington welcomed its visitors with an August heat wave that just about broke all records for temperature and humidity in the District.

But, despite the heat, the conference covered a lot of ground at this first get-to-gether in the new Bureau of Employment Security. Imminent and long-range problems facing the Bureau were examined, and organizational and functional responsibilities were considered. Attention was focused on the scheduled meeting, September 17–18, of the Federal Advisory Council, which will cover not only the employment service functions, but unemployment insurance, farm placement and veterans' problems.

The representatives discussed a "work program" for the period September through December, for the purpose of assembling information of various sorts, particularly on high-cost functions, in readiness for any Congressional needs when that body reconvenes in January.

Before the conference adjourned, the discussions had touched upon almost every phase of employment security and related functions, had reviewed the accomplishments of individual programs during the past year; and had set the Bureau's sights on tomorrow's possibilities in its field of activity.

Finland MR. JOUNI HAKKARAINEN, a United Nations Fellow from Finland, is making a close-at-hand observation of the public employment service in the United States. During recent weeks he visited Wisconsin, Michigan, Minne-

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sota, Illinois, Virginia, and the District of Columbia national office of the ES in Washington, where he reported to a staff conference on his impressions thus far gathered.

In Finland Mr. Hakkarainen is Chief of the Employment Department in the Ministry of Communications and Public Works and is also Chairman of the Economic Council for Finland. In addition to his study of the public employment service system here, he is interested in vocational counseling and guidance and in agricultural and general economic planning. This will detain him in Washington several more weeks keeping appointments with the U. S. Office of Education and the U. S. Department of Agriculture. After that he will proceed to New York to study counseling and labor market information in the New York State Employment Services.

Mid-October will find Mr. Hakkarainen back at Lake Success for a general review of his experience here before returning to Helsinki, Finland. He has been invited to contribute an article on the employment service of Finland, for the REVIEW's series on "Employment Exchanges Abroad."

Interstate Conference

THE ANNUAL meeting of the Interstate Conference of Employment Security Agencies, called for September 28 to October 2, at Saint Paul, Minnesota, had several representatives of the Federal Security Agency among its speakers: Arthur J. Altmeyer, Commissioner, Social Security Administration, Robert C. Goodwin, Director, Bureau of Employment Security, Arthur J. Motley, Assistant Director United States Employment Service, and Perry Faulkner, Chief of the Veterans Employment Service.

Employment Service Activities at a Glance, July 1948

	Number	Change from previous month
Over-all		
Reception contacts	7, 291, 200	8% decrease.
New applications	525, 200	18% decrease.
Referrals, agricultural	867, 100	2% increase.
Referrals, nonagricultural	833, 300	12% decrease.
Placements, agricultural	812, 200	1% increase.
Placements, nonagricultural	477, 800	9% decrease.
Placements, men	313, 200	11% decrease.
Placements, women	164, 500	5% decrease.
Placements, handicapped	17, 800	10% decrease.
Counseling interviews	91, 100	29% decrease.
Employer visits	233, 000	12% decrease.
Veterans		
New applications	147, 700	14% decrease.
Referrals, nonagricultural	266, 400	12% decrease.
Placements, nonagricultural	143, 500	9% decrease.
Placements, handicapped	10, 000	8% decrease.
Counseling interviews	42, 700	25% decrease.

United Nations Day

ON OCTOBER 24, the United States and all the other 57 countries of the United Nations will celebrate United Nations Day. By a unanimous vote of the General Assembly, October 24 is to be devoted to "making known to the peoples of the world the aims and achievements of the United Nations."

A citizens' committee has been appointed by the Secretary of State to enlist Nation-wide support and participation. All Government agencies have been requested to cooperate and contribute to this celebration. The constituent units of the Federal Security Agency will jointly prepare an article describing the work of the United Nations in the international social field and its relationship to over-all work of the Agency.

Star Performance

THE WARNER BROTHERS Company recently went to the Birmingham Veterans' Administration hospital with all its photographic paraphenalia for the candid story of what happens among the disabled veterans there. It needed this real story for opening scenes of a forthcoming movie called "Somewhere in the City." It used a hospital cast of 122 patients and nurses, some for speaking roles.

One veteran, paralyzed from the waist down, is an expert brace maker, drives his own car and plays badminton, bowls, fishes, and shoots a bow and arrow. He is also one of the stars on the hospital's water basketball team, whose 12 players staged a fast game for the movie cameras. With consummate skill, the team dribbled, passed, and shot baskets from inflated inner tube rafts in a basketball game like nothing Hollywood ever saw before. The professional stars of the picture stood aghast at the performance.

Help for Housewives

THE PUERTO RICO Employment and Migration Bureau of San Jaun has set up training centers for household employees.

This is a development under the Puerto Rican government project which last April led to the placement of 21 Puerto Rican household workers in the homes of Scarsdale, N. Y. housewives. It represents the insular government's Pilot Project of Training and Placement of Household Workers, a program made possible by the foresight and work of the Puerto Rican commissioner of labor and the cooperation of the Women's Bureau of the U. S. Department of Labor and the New York State Employment Service.

The Insular Government had found it necessary to suspend the migration of women as household workers until such a program of selection and training could become effective. The new training program is designed to insure that girls and women who come to the continental United States will have a knowledge of simple English and of the rudiments of American cooking and housekeeping.

School Placement Program

By MAY P. CARMODY

Manager, Student and Junior Division,

California State Employment Service, San Francisco, Calif.

THE SCHOOL PLACEMENT PROGRAM in San Francisco, administered jointly by the California State Employment Service and the San Francisco public schools, has just begun its sixth year of operation. This program provides employment service in nine senior high schools, and in eleven junior high schools, to a total student population of 30,000.

But even prior to 1943 friendly working relationships existed between the schools and the Employment Service. Interviewers from the Employment Service were invited to discuss job opportunities with seniors prior to graduation; school counselors sent recommendations to the Employment Service on the scholarship, aptitudes, and work habits of students who were entering the labor market; and the Employment Service, in turn, reported placements to the schools.

In 1940 and 1941, as jobs for students became numerous, it was apparent that a better procedure was needed to serve students and employers effectively. Placement activities were being revived in various high schools, the degree depending on the time individual counselors were given for this activity. Too often students were seeking jobs in an undirected fashion, and were being employed in plants where child labor laws and work permit regulations were ignored. Employers, in their attempt to find desperately needed manpower, were harassing school officials constantly, both at the Board of Education and at the high schools.

Late in 1942, after many conferences between officials in the local office of the United States Employment Service and administrators of the School Department, a plan of cooperation was suggested by Mr. A. D. Graves, at that time the Deputy Superintendent of schools. After considerable discussion, Mr. Graves' plan was adopted and put into operation in April, 1943. The plan, altered but slightly during 5 years, provides that the school placement program be a combined operation of the schools and the Employment Service, administered jointly by the Coordinator of the Department of Child Welfare of the San Francisco School Department and the Manager of the Student and Junior Division of the Employment Service. While over-all policies, standards of operation, and personnel are discussed and agreed upon

by both agencies, the details of the operation are left in the hands of the Employment Service.

At the present time the school placement program is staffed by three interviewer counselors who are on the CSES pay roll and three teacher counselors who are on the school pay roll. During the 2 years the teacher counselors serve on the program, they are released from all teaching responsibilities, and the Employment Service serves as their headquarters. They observe the 40-hour workweek of the Employment Service and, in addition to the regular school year, they work 35 days for which they receive added compensation. This extra time gives the Student and Junior Division the benefit of added personnel during school vacations, when interviewing and placement activities reach their peaks.

Each of the six school interviewers spends approximately one-fifth of his time in the office of the Student and Junior Division, where he is assigned duties which bring him in touch with all Employment Service operations, and which keep him informed of current conditions in the labor market. The balance of his time is spent in schools to which he is assigned, usually one senior and two junior high schools, where, during stated office hours, he operates a miniature employment service, interviewing students and referring them to after-school, Saturday, vacation, and work-experience jobs, and full-time obs upon graduation.

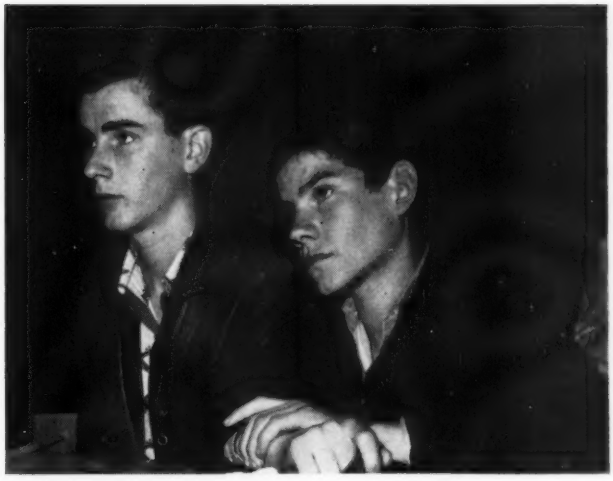
Employers' orders for students are assigned to the school interviewers on the basis of the proximity of the school to the employer, and the needs and interests of the students. Individual orders for large numbers of students are assigned to all the interviewers, and each school is given a quota to fill. Likewise, a hard-to-fill order designating special qualifications may be assigned to all the interviewers

A student gets experience at the high school switchboard. It may be the beginning of a career.

in the hope that just the right applicant may be found. Employers' orders, as they are filled or cancelled, are filed in an appropriate box, which it is the interviewer's responsibility to check daily in order to keep his orders current. Approximately half of the activity of the Student and Junior Division is carried on in the public schools. Of the 75,180 placements made by the Student and Junior Division since the program started in April 1943, 33,035 placements were made directly in the schools.

The success of the school placement program in San Francisco is due to many factors. The most important of these factors is mutual confidence between two public agencies whose desire for credit for their own agencies is exceeded by a desire to provide an adequate employment service for students and young inexperienced workers.

nterviewer from the Junior Division of the California State Employment Service gives referral card to high school student for local job opening.



Eager and attentive, they learn about job prospects.

School Counselors in the Employment Office

By JOHN L. ROBERTS
Coordinator Child Welfare, San Francisco Unified School District

WITH THE INCREASED demand for student workers in the shops, factories, and shipyards of San Francisco during 1942–43, it became increasingly evident that our school placement facilities needed expanding. Accordingly, a cooperative program was developed with the local Employment Service office.

The Employment Service furnishes three interviewers and the School District assigns three teachers to the program. The CSES trains all interviewers. Employers place their orders with the CSES and the six interviewers fill these orders directly from the schools to which they are assigned.

The plan has a number of obvious advantages to the schools. The whole job-order and job-development facilities of the CSES are immediately available to the schools, as well as the labor market information and occupational briefs. Placement interviewers serve as vocational counselors in our schools and bring to our students occupational information which is up-to-date and accurate. Staff meetings at the CSES, attended by employers and labor representatives bring the interviewers into close touch with labor conditions and the problems of employers. Working as they do in the guidance program at the school, interviewers have access to all student records and can consult with teachers and other counselors. They are thus better able to make placements which are in the best interests of the students and, at the same time, satisfactory to employers. Since interviewers are rotated every 2 years, we have a growing pool of vocational counselor material for our schools. Employers appreciate the simplicity of centralized order placement and we in the schools are glad to avoid the disunity which would be caused by maintaining nine small, separate, and competing placement services. Students, too, realize the value of guidance when it leads to desirable jobs.

One interesting part of our cooperative plan has been the development of a work experience program in which students go to school half-day, work the other half-day, and receive school credit as well as salary for the work. Though the necessity for student help during the war years gave impetus to this program, we had long felt that work experience should be an integral part of the training of as many youngsters as possible. So we welcomed the chance to develop such a plan. At the peak of the labor shortage over 1,000 young people were employed under the program. Vocational counselors and employment interviewers served as work coordinators in order to insure maximum student growth on the job.

There have been several interesting developments of our work experience program. Surveys have shown that the program offers not only a chance for try-out and the opportunity to learn effective work habits, but it also becomes the door to permanent employment. Seventy-five percent of the students who accept permanent employment upon graduation from high school have had previous part-time experience with the same employer. We have been pleased at the way in which the program has continued in spite of falling labor demand. Last semester nearly 500 students were still employed half-time.

All of us were concerned as to whether or not students employed half-time would show poor school work. A comprehensive survey in 1945 revealed that the majority of the students employed in the work-experience plan actually received *better* grades

then they did before they began the program. Moreover, their attendance was more regular and they were tardy less often.

Unlike many programs in which there has been joint direction, we have found our cooperative placement program working smoothly and effectively. By placing their orders with the Student and Junior Division of the CSES, employers have access to the students of nine different high schools without the necessity of visiting each school or contacting the teachers of these schools. Students in each of the nine schools have the opportunity of considering a large number of jobs rather than the limited number known to any one school. It is our opinion that neither the school system nor the Employment Service can give such effective service alone. We hope to continue and expand the program.

Ambassadors for Placement Service . . .

School Counselors Train in ES Junior Division

By BERNICE WILSON
Supervisor, Junior Division, Oakland Commercial Employment Service Office

THE OAKLAND PUBLIC SCHOOLS, increasingly concerned over the lack of job opportunities for youth, made an occupational survey in 1937 of all their recent high school graduates. The study revealed that an alarming proportion of these young people were either unemployed or in unsuitable jobs and that less than 1 percent had used the State Employment Service. The schools then started aggressive negotiations with the State Employment Service to establish a specialized Youth Placement Service.

In taking this initiative in the new cooperative project, the schools made many commitments and have been constantly on the watch to make the program effective. Two school counselors were assigned to full-time duty in the Junior Division, the positions to rotate each semester. Back in the schools these teachers have been better counselors and valuable ambassadors for the placement service. Later, by mutual consent, this system was replaced by the assignment of full-time school personnel to act as coordinators between the two agencies and as staff members of the schools' Department of Occupational Adjustment.

Both the schools and the Employment Service have insisted that the program be flexible. At first, career interviews for seniors were taken in the schools but after several conferences the schools were persuaded to try sending the seniors to the Employment Service. It was readily agreed that the students gained an invaluable experience by an interview in a business office where the element of competition inspired them to "sell" their abilities and where they began to be aware of a community agency beyond the reaches of the school world. Careful planning by the Employment Service, including talks in the schools to the graduating class, preceded the interviews.

A never-ending campaign to strengthen the program is carried on by the Director of Occupational Adjustment and her coordinating staff in the schools and in the community. Each year conferences are held in the high schools when the Director and the

Community Participation in Philadelphia Broadcast . . .

PENNSYLVANIA SES COOPERATES WITH "CAREER FORUM"

IN OCTOBER, Radio Station WCAU in Philadelphia will ring up the curtain for the fourth year on a program designed to help boys and girls shape their future and, at least to some extent, the future of America. Three former seasons of successful "Career Forum" broadcasts have proved that radio can be a powerful force in the field of vocational guidance. The idea for the program was born of the conviction that the future of America's youth is one of the most important questions facing the Nation today. Leading educational authorities of the public, private, and parochial schools, as well as presidents of the colleges and universities in the Philadelphia area eagerly cooperated with WCAU in this important undertaking.

Each week Career Forum brings to the microphone some outstanding personality who is a specialist in his chosen field. He tells his audience of young people—some 30,000 or more—about his field of activity, its qualifications, education, training. Then the program moderator introduces the 10 or 12 young people chosen to ask questions on the air.

The Pennsylvania State ES, says Ruth Weir Miller, Education Director for WCAU, is cooperating with us this year to make the program outstandingly effective. It has made available to the Station its research facilities to implement the valuable educational work of the program.

The program has been the recipient of awards from the Institute for Education by Radio at Ohio State University, from "Variety Magazine," from the Philadelphia Chamber of Commerce, and from "Billboard," for outstanding public service. The program is meeting the hopes of its originators—"making a significant contribution to young people, to their community, and to the industries which serve that community."

School counselor gives vocational information to students about to enter the local labor market.

Junior Division Supervisor meet with the principals and counselors to discuss the improvement of policies and procedures and to give the Placement Service an opportunity to show how it operates and how school records are used in placing students. Occupational news bulletins are prepared jointly, and the Employment Service staff are invited to take part in occupational conferences for students. Special meetings are held in the schools for those interested in seasonal or vacation work, an employment staff member acting as discussion leader. On occasion coordinators take preliminary applications for seasonal work in the schools and forward them with the counselor's recommendations to the Employment Service. Through the superintendent's office the Oakland Public Schools have designated the California State Employment Service, Junior Division, as their official placement agency and do not permit the high schools to do any placement.

The Junior Division has for its part been constantly alert to find ways, quite beyond the placement process, to be of service to the schools. School attendance has been safeguarded by refusing to interview students during school hours and by persuading employers to conduct interviews and training classes during out-of-school hours. Students are referred to jobs only after the approval of the counselor has been obtained. Coordinators have been included in ES training programs on PART IV of the DICTIONARY, and aptitude tests, and in field trips through local plants. Coordinators frequently accompany Employment Service staff on employer visits. There is a day-by-day flow of labor market information to the schools from the Junior Division by telephone, by bulletins, and by conferences.

From the beginning, mutual confidence has been recognized as the essential ingredient to be worked for and closely guarded.

THE FOUR ARTICLES appearing on pages 3–9, describe how the schools and the Employment Service of California are cooperating to promote job opportunities for youth entering the labor market. There is special emphasis on "transient youth," a group peculiar to the Sunshine State which has been attracting young people from many other localities.

Intended for the May issue of the EMPLOYMENT SERVICE REVIEW which featured the subject of youth entering the labor market, the manuscripts were delayed in transit. Now presented, they form an important supplement to the May theme.

To Meet the Needs of Transient Youth

By EDYTHE KENNEDY

Los Angeles Commercial Office, California Department of Employment, Member, Governor's Transient Youth Sub-Committee

THE HISTORICAL and oft-repeated statement, "Go West, Young Man," has brought an amazing assortment of young people to California. From the early migrants—the Spanish and Mexican settlers, the Forty-niners, and the Covered Wagon groups—to the more modern migrants represented by Tin-Lizzie groups, the war workers, and the returning veterans, the story has been much the same. In all of these movements there have been young people "on their own" who presented, and continue to present, problems of adjustment to the local picture.

The problems these young folks present are fundamental. Where will they live? What will they do? How long will they stay? How can they be aided in their new adjustment? These are problems that have challenged, and continue to challenge, the ablest minds in California.

In January 1948, at the invitation of the Governor, direct action was taken to plan a program for the youth of California. Two thousand State leaders in the youth welfare field met in a 2-day working conference in Sacramento "to assess the needs and opportunities of our California Youth." Sponsoring the Governor's Conference were: the Youth Committee, the Crime Commission on Juvenile Justice, the Judicial Council, the Youth Authority, and other State departments interested in youth welfare. Panel discussions were held on Employment for Youth, Community Coordination, Schools and Youth Welfare, Community Environmental Planning for Youth Welfare, Public Recreation and Youth, the Church and Youth Welfare, Physical, Social, and Mental Health Group Programs for Youth, Institutional Treatment for the Juvenile Delinquent, Detention and Protective Care for Children, Administration of Juvenile Justice, and Transient Youth. The plan of the conference was to evaluate existing programs, to obtain an up-to-the-minute statement of the problems facing our youth, and to work out positive, practical steps to meet these needs.

More-than-average Initiative

The panel on transient youth presented facts that were startling and entirely contrary to the usual thinking about migrant youth. These facts are also important to the California Department of Employment and the California State Employment Service. The findings of the Transient Youth Survey in California held that these transient youth are not "bums" roving from place to place without plan or purpose, but are typical American boys or girls "demonstrating probably more-than-average initiative."

Survey Goes After Facts

The survey to obtain factual information about young transients was a State-wide sampling. Fifteen California cities were selected because of their location near the border or because they attracted young migrants. Agencies in these cities handling youth were asked to cooperate by taking schedules of all young migrants contacting their agency on two designated days. An additional check was made of the number of young people entering through the California border stations and by rail. The local agencies were to report on the kind of treatment young transients were receiving in their communities and to recommend what should be done at this time.

A transient youth was defined for survey purposes as a young person under 22 years of age who had lived in the survey area less than a year, and who was not living with his parents. The usual top age for youth set by most welfare agencies was raised 2 years in order to include young veterans who were felt to be a major transient problem. One thousand twenty-four young transients were contacted in this survey.

Boys Outnumber Girls

More than three times as many boys as girls were in the group; the age range was from 11 to 22 years. All of the States except Delaware were represented, as were Hawaii, the West Indies, Mexico, Central and South America, Canada, England, and France. One hundred thirty-four were from other parts of California. Texas had the next highest number, with one hundred six. Illinois, Oklahoma, New York, Arizona, Arkansas, Ohio, and Iowa were also well represented. The group included a wide racial distribution: 796 were white, 106 Negro, 104 of Spanish-speaking origin, and a few Indians, Chinese, and Japanese. The educational background of these young people indicated that the majority were high school students; 28 percent had been graduated from high school or had attended college. Fifty percent came to California to look for work. The largest number were able to find work in some of the service occupations; others found work in agriculture or in clerical, sales,

Many ships sail from California ports and these youth have a yen to be aboard. Special skill may land a job and help make the wish come true so they train as marine stewards. They are shown here cooking string beans and chopping up the makings of a salad.

factory and construction fields. None of these fields requires much training, which would indicate limited work opportunities for this age group. More than 50 percent had funds in excess of one hundred dollars when they left home; and more than 75 percent were in communication with their families.

ES Assists Large Number

It is significant to note the agencies these young people contacted. The California State Employment Service assisted the largest number, followed by the law enforcement agencies.

Facilities for emergency aid in practically all of these communities are inadequate and decentralized. These young people are not delinquents to be turned over to detention and juvenile delinquency agencies. They are entitled to assistance in adjusting to a new location by those who have already established themselves in the area. Neither counseling nor guidance is available, except in the Employment Service in the limited field of occupational choice. It is, therefore, quite apparent that many cities are not prepared for the influx of these young people and cannot offer the services to which they are entitled as the future adults of our Nation.

Specific planning to meet the needs of transient youth on a Nation-wide basis is the recommendation of the Committee on Transient Youth made as a result of this survey.

The California Department of Employment is now developing plans for its participation in a Statewide program of assistance to this group of young people. James G. Bryant, Director of the Department, has taken cognizance of the obligation to provide work opportunities for the youth. His State Advisory Council has surveyed the problems of youth in the State: transient youth, average youth, the physically handicapped, the juvenile delinquent. This is a first step in looking to the mobilization of forces to act in providing these youth groups with employment opportunities. Vocational guidance and employment counseling, dissemination of training information, and information on the availability of jobs can be provided by the State Employment Service as its contribution toward full opportunity for these young people.

Where the Solution Lies

But no real solution to the transient youth problem can be reached until citizens recognize their responsibility with regard to it, and until Federal and State Governments acknowledge their responsibility by helping to solve it.

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Prepared to Meet His Job . . .

Prison Training Program Pays Off

By LOUIS F. O'BRIEN

Manager, Pawtucket Office, Rhode Island State Employment Service

THE UNITED STATES PENITENTIARY in Georgia recently requested the immediate assistance of the Pawtucket Office of the Rhode Island State Employment Service in the procurement of employment for a former resident of a Rhode Island town who was scheduled to be conditionally released from that institution. Occupationally, the man was classified as a silk-screen operator in commercial art work.

Submitted with the communication was a confidential report; it included a photograph of the inmate and an employment abstract of information regarding his qualifications and background. In addition, the accompanying letter related that during the subject's penitentiary term he had maintained a satisfactory work and conduct record. The prison authorities were of the opinion that he would make a good employee and they informed us that any employer hiring him would be under no obligation to retain him should his services prove unsatisfactory. All that was asked was that the public employment office make every effort possible to so locate the subject as to give him an opportunity to prove his sincere desire to rehabilitate himself. Should it be impossible to place him in the commercial art field for which he was primarily classified, subject would accept any type of employment in another line of work.

Seek Advice of Employment Service

Since the release date of this applicant was near (within 9 days) prison authorities requested the Employment Service to telegraph "collect" the result of its efforts to obtain a definite job commitment. We were also requested to indicate the type of work and the beginning wage rate, which information would be held as confidential. If a desirable opening for the applicant could not be immediately found, we were asked to advise what the possibilities of placement might be, if the prison authorities decided to release him without assurance that a suitable opening was available.

In order to complete the picture, it seems necessary to present certain details in description of the individual, together with his previous work history, institutional work assignment, special trade training, institutional adjustment, and his previous criminal record.

The subject is 27 years of age, weighs 192 pounds, is 5 feet, 8½ inches tall, and single. Classification tests administered to him indicate he is a man of above-average intelligence. He was committed to the United States Penitentiary in Pennsylvania late in 1945, where he was to serve a sentence of 3 years imposed upon him in Rhode Island, under the Selective Service Act (failure to report for induction). He was transferred to the United States Penitentiary in Georgia early in 1948. While released on probation, he will be under Federal supervision. The expiration date of his sentence will occur in the latter part of 1948.

The subject claimed previous employment as a clerk and counter man in a local market, as an apprentice in a foundry, later as a moulder in a machine shop, and finally as a clerk in a foundry.

Willing and Apt in Training

Shortly after he was received at the penitentiary in Georgia, he was assigned to the educational department as a clerk. Later he was assigned as a mimeograph operator in the morning, and served as a member of the prison band in the afternoon. He later was assigned to the textile industries in the weave department as a battery hand, and some 5 months later was taught the art of weaving. His previous work background, as noted above, would not classify him for any position in the weaving industry, other than that of a beginner. Several months later he was given a full-time assignment in the commercial art class as a trainee, and remained in constant attendance on that assignment until date of discharge.

His instructor made this significant statement: "He is one of the best workers I've ever seen; he maintains an exceptionally high interest and attempts to learn everything possible." For this he rated "good," the highest rating that can be given an inmate.

This individual's previous criminal record dates back to 1940, and includes several crimes of larceny, embezzlement, speeding, disorderly conduct, driving an automobile after suspension of license, theft of tire, passing worthless checks, obtaining money under false pretense, fraud, and the fraudulent issuance of checks.

Armed with such detailed account of the applicant as to personal description, previous work history, institutional work assignment, special trade training and institutional adjustment, it was now the responsibility of the Employment Office to use the means at its disposal to find suitable employment in a concerted attempt to aid this man in rehabilitating himself. Within 2 days the Field Representative of the local office made contact with the personnel departments of five textile plants where the applicant's service might be needed.

Results obtained were most gratifying, since four of

the five plant officials stated that they would gladly employ him if there were any openings available. However, the opportunities with regard to the employment of males had not been too bright for several months past in the locality. One of the personnel men who would have hired him, if an opening existed, stated that he did not hold anything against individuals of this type, and felt very strongly that they should be given every chance possible to reestablish themselves. This statement, coming from one who had been Chief of Police for 20 years, was significant.

A Chance Turns Up

At one textile plant, the Field Representative located an opening for a battery hand and the employment manager was willing to give the former inmate a chance. He could, he said, guarantee his employment within a week after arrival in Rhode Island. The starting rate would be 99 cents an hour, exact shift not determined, but a possibility that it might be the third shift. Subject's chances for advancement would be very good, if his potentialities indicated the qualifications necessary for promotion.

Following discharge from the prison, the applicant reported to this office and was interviewed by the manager, to whom he presented an introductory letter from the penitentiary. In the interview mention of the subject's previous criminal record was avoided as far as possible, and it seemed this aided immeasurably in putting him at ease. Textile employment was discussed and later the training in that field which the applicant had received at the penitentiary. This interview, together with the records received from the prison, convinced the manager that the applicant was qualified. Accordingly, he was referred to the textile plant and hired as a battery hand.

On several occasions, since, the Employment Service Office has followed up on this placement and has been told that the applicant has proved himself a most willing and very satisfactory worker. Recently the Textile Unit Supervisor talked with the foreman in charge of the worker, who said: "This man is about the best worker that I have in the plant. He is intelligent and very willing to learn all about textiles."

Because of his ability to grasp quickly the duties and responsibilities in the plant, the employer now plans to teach him the varied job techniques existing there. This is being done, we are told, in order that he may be switched from one department to another to fill in as conditions require. Referred as a battery hand at 99 cents an hour, this former inmate presently works as a cloth inspector, earning $1.06 an hour. Because of his willingness to work, and of the fact that the plant is a busy one, he has been able to take advantage of the overtime available, which adds materially to his weekly take-home pay.

On his own initiative he has several times telephoned the Employment Service Office to express his appreciation for the courtesies and cooperation extended. He also wanted to make a further request: Since he was working the 11 p. m. to 7 a. m. shift, could we help him obtain part-time work during the day as a silk-screen printer in the commercial art field? While he was satisfied in his textile employment, he wanted the part-time job so that, through an augmented income, he could provide better medical care for his aged father with whom he lives. While no part-time work in that field was immediately available, there is every chance, we believe, that in the near future such an opening will be realized.

Those of us in the Employment Service Office who are familiar with the facts in this case feel that this individual is definitely on the road to rehabilitation and once again will become a respected citizen of the community. He is thankful that the prison authorities gave him training in textile work, since it opened the way to placement in gainful employment.

CANADA REHABILITATES PRISONERS THROUGH EMPLOYMENT

A PLAN for the National Employment Service to play a greater part in the rehabilitation, through suitable employment, of persons released from penal institutions throughout Canada was given full consideration by the National Employment Committee at a recent 2-day meeting.

The plan suggested was designed not to convert the Special Placements Section of the Employment Service into a welfare agency; but to assist persons discharged from penal institutions in obtaining and holding suitable employment. Conservation of human resources is of prime importance to the Dominion, and these men and women, in spite of their record, must be given a chance to regain their status as ordinary citizens.

It was emphasized that the methods used in placement would be entirely "above board," that employers would be given a full history of their employee's case. Although other methods of referral might not endanger an employer's interests, there was always the possibility that the man might be considered by the employer for transfer to a job that might include such a danger. Another reason for describing the man's record to his prospective employer was to remove the basis for constant fear that eventually his past would catch up with him and he would be fired.

It was pointed out that a great deal was already being done in finding suitable employment for such persons and that the Employment Service had received excellent cooperation from the Justice Department, penal institutions and welfare associations, but that this problem called for further organization and to a certain amount of expansion of facilities.

In the expansion program suggested, provision will be made to use the same facilities for the re-establishment of persons released from sanitoria.

—Information Division, Department of Labour, Ottawa, Canada.

The Coweeman River Bridge on Highway 99 takes on the appearance of a floating bridge at flood level. The bridge had to be barricaded at approaches to protect the dikes and lowland country on each side.

Many streets were put "off-limits" to regular traffic to provide space for dumping and storing sand.

A conveyor belt, used to fill sandbags, released hundreds for work on the softening dikes.

Employment Service

Hub of Community Effort as . . .

Pacific Northwest

A FEW MONTHS AGO, if you had been driving along U. S. Highway No. 99 approaching the city limits of Longview, Washington, you probably would have been stopped by a policeman. This policeman would not be wearing the neat blue uniform which usually identifies an officer of the law, but dusty cords and a sweat-stained navy shirt. The only unusual thing you would have noticed about him—other than the fact that he was directing traffic—would be a bright red arm band pinned to his left sleeve. Actually, that man only the day before the emergency struck may have been a butcher, a baker or a railroad switchman; or he may have been unemployed. Now he was helping to fight a flood.

If you had been out of a job and gone into the Longview office of the Washington State Employment Service that day, you would have been routed, not to the skilled interviewer, but to a willing though tired looking man who in reality was an accountant, a clerk, or, perhaps, a timekeeper from some local industry pinch-hitting in the ES office during the emergency. The chances are that if you came looking for a job as a linotypist, you would have been referred by one of these fledging interviewers to a back-breaking job of lugging or filling sandbags to help hold back the waters of the mighty Columbia River, now on a rampage.

The Dike's Weak Spot

Relatively few persons had been worried about the dikes of Vanport, Oregon. They had just been inspected and pronounced basically sound. People went about their everyday chores. They were handed a sheet of mimeographed instructions telling them what to do and where to go in case of an emergency. They were told about the siren that would blast if any sign of a break occurred in the snakeline mound of earth which formed one side of the channel through which the rising Columbia River flowed. The dike didn't crack at the top where it could be seen. The water bubbled up on the inside of the dike and before there was time to give any warning the Columbia was gushing through a water weakened spot at the bottom of the mound of earth, pushing thousands of fleeing men, women and children before it, and trapping others who rode floating housetops and debris until they were rescued.

Fights a Flood

By P. R. GIOVINE, *Information Representative, Washington State Employment Service*

What happened in Vanport could have happened in many other spots along the Columbia, or its tributaries, had it not been for the tireless efforts of virtually thousands of men and women who worked around the clock doing the hundred and one things that are necessary to do in order to hold back a flood.

Most observers in the Pacific Northwest agree that had it not been for the quick action and cooperative effort of both private and public agencies in the recruitment, direction and feeding of flood workers, the Pacific Northwest flood might well have been recorded as the worst flood in the history of the Nation, surpassing even that of the noted Johnstown flood. While conservative estimates of property damage are going well above the one hundred million dollar mark, the loss of life was miraculously small.

Praise Belongs to All

While many individuals and organizations are deserving of much praise for their efforts during this emergency we are concerned here mainly with the role of the Employment Service and its contribution as a public agency in this flood disaster.

Typical of the operations of an Employment Service office during the flood emergency is the following résumé of the activities of the Longview, Washington office.

W. A. Patterson, associated for many years with the Employment Service and Manager of the Longview office, on Friday, May 28, was called to attend a meeting of citizens of the Longview and Kelso areas. The purpose of the meeting was to get an organization into operation to cope with the flood emergency. Mr. Patterson was called upon to take the responsibility for organizing and coordinating the total labor supply in the area. Referral and dispatch centers were located in the regular office in Longview and an emergency office set up in the YMCA headquarters in Kelso.

With the exception of regular ES staff, who worked the 8:00 to 5:00 p. m. shifts, the swing and graveyard shifts in both offices were worked by volunteer crews. The Longview office was staffed during off-hour

Here, one of the many workers recruited by the Employment Service prepares to hurl a sandbag to a worker below as another sandbag is caught in midair.

A constant supply of labor was needed at all times along the dikes. Typical of manpower needs is this group of men who have formed a human chain to transfer sandbags from a truck to a "boil" in the dike of the Coweeman River in South Kelso.

In scenes reminiscent of World War II, thousands of filled sandbags were stored to meet emergencies as they arose. This row of stacked sandbags extended for more than four blocks.

shifts by personnel from local lumber and industrial plants, and the emergency office in Kelso was manned by local businessmen (some with previous personnel experience).

An announcement by U. S. Army Engineers on June 3 that flood workers would be paid by the Federal Government, caused no little confusion since up to then all workers who had been referred to flood control work had volunteered their services. On this basis, the Employment Service had been acting as a recruiting, registering, and dispatching service for all available manpower. Those who responded did so to save their homes, jobs, and communities.

The Army's pay announcement necessitated the reorganization of the referral-dispatch service rendered by the Longview and Kelso offices. On June 4 both offices were set up on a regular Employment Service procedural basis as men were now being referred to an employer (U. S. Army Engineers) on a remunerative rather than a voluntary basis. Field Supervisor E. C. Dorgan, requested and received the services of five additional men experienced in supervision and labor relations. These men were sent to Longview from Seattle and Tacoma and were assigned to supervise each 8-hour shift in the Kelso and Longview offices.

Perhaps the most difficult part of the manpower picture was the maintaining of "stand-by crews." "Stand-by crews" were needed for no other reason than to stand by in case of an emergency. It was proved conclusively, during the emergency, that if you give a man something to do he'll do it; but if you ask him to wait around 'till something turns up, you're apt to find him missing when you need him most. At times, the local employment office, in cooperation with other city officials, actively recruited workers. As one observer put it, "At first the excitement of beating a flood and saving the town was enough to get them out in droves, but now it's old stuff."

On several occasions a sound truck toured the city and intoned "Don't let George do it all!" This same appeal was broadcast hourly over the local radio in order to relieve those men who had already worked on the dikes for too many hours.

Over 10,000 Placements in 10 Days

All flood control referrals were recorded as placements after the U. S. Army's pay announcement. Placements were recorded when men were placed on trucks at the dispatching points (local and branch offices). Orders were made up in duplicate; the names and addresses of workers dispatched were recorded on the back of each order, and the duplicate was given to the truck driver, who in turn turned it over to the foreman or timekeeper at the job site. Recorded placements during the emergency period from June 1 to June 18 totalled 10,247. The average number of monthly placements for the Longview-Kelso area normally runs about 150.

It is somewhat bewildering to consider the multiplicity of duties which automatically fall within the bailiwick of a local Employment Service office manager during an emergency of this type. Each of the managers in the flood-stricken areas became in effect, if not in name, the director of flood manpower. Hundreds pressed into the offices to register for flood control work, as did hundreds of others to register for Unemployment Insurance benefits. In the Vancouver and Longview areas alone, more than 2,000 unemployed workers reported new spells of unemployment during the week of June 8 due to the inundation of many industrial plants. Even this figure is far from complete because of the many workers in these and other areas who have been unable to reach a local office and who have been too preoccupied with the job of fighting the flood. To take care of such late-comers, Employment Security Commissioner John D. Davis, on June 3, announced that claims would be accepted by the Department as far back as 4 weeks, providing all other eligibility requirements were met.

Practically every day several of the managers hustled to their local radio stations to give an up-to-the-minute picture of the manpower situation, and to exhort radio audiences to register for flood control work. Most newspapers in the stricken and danger areas carried daily columns on the progress of manpower direction, based on the ES managers' daily reports.

The local office received numerous calls, not only for men, but also for such items as food, sandbags, dump trucks, jeeps and other mechanical equipment. The Vancouver office dispatched three rescue boats to the Vanport area but could not refer volunteer workers because of the rising water.

Manager Won Wide Confidence

Perhaps the best summation of the demands made on the Employment Service during this critical period can be pointed out by quoting from a Field Supervisor's report which in part said:

"The Army Engineers and other organizations in the community all requested the manager to assume responsibility for and make decisions on matters which did not pertain to the supply and direction of manpower. Our manager, through it all, remained quite calm and cool, and the consensus was that he did an outstanding job. He worked from 16 to 21 hours a day during the week from May 30 to June 7."

But credit is due in all quarters. Civic and fraternal organizations, labor unions, Government agencies, industry, and individual citizens are due a vote of thanks for help during the emergency. Certainly inundated communities and those which were constantly in danger can feel nothing but pride in the tireless efforts of all these groups as they labored to beat the flood.

A group of short-job applicants begin to line up before Casual Labor Office is opened at 8:00 a. m.

Inside the Casual Labor Office

By EDWIN F. CASE

Supervisor Casual Labor and Logging Section,
Seattle Industrial Office, Washington State Employment Security Department

AT THE CORNER of Main Street and Occidental Avenue in Seattle is the Casual Labor Office of the Washington State Employment Security Department. This location was chosen because it is the heart of the Skid Road district which has been the haunt of unemployed workmen for many years.

Loggers, construction laborers and harvest hands from a wide area drift into Seattle to mingle in the skid-road district with sailors from ships moored at Seattle docks and fishermen from Alaskan waters. Added to these visitors to the city are hundreds of permanent residents of the Skid Road.

Catering to the needs and desires of this large population of men who are impoverished or, at best, only temporarily in funds, are, in addition to the beer taverns and card rooms, gospel missions, second-hand clothing stores, junk dealers, barber shops, bootblack stands, drug stores, shabby hotels and lunch counters. Hotel rooms at 50¢ and 75¢ a night are something of a luxury. More popular are the flop houses or hotels with large dormitories where a bed costs 25¢, which includes a pillow, two sheets and one blanket, and also use of a washroom and paper towel. The guest may also use the shower bath without charge, although he must pay 5¢ for use of a bath towel and deposit 25¢ to guarantee its return. Popular also is the sidewalk lunch counter where the customer, at a cost of 15¢ or 20¢, can stand on the sidewalk to drink his coffee and eat his sandwich or bowl of beef stew.

Many residents of this district depend entirely upon casual labor jobs for subsistence. Because many of these jobs last for less than a day, and since there are always more applicants than available job openings, the earnings of the group are insufficient to provide a decent standard of living. While most applicants are generally referrable, there are some who never make the grade. For example, the "wino" who has imbibed "fortified" wine so constantly that he has become besotted and is incapable of doing a day's work. However, by careful elimination of these unfit few, it is possible to select laborers who do quite satisfactory work.

Timely Needs Served

A business firm hires a casual laborer only when the job is short and when it is more convenient and economical to hire such a workman than to increase its staff of permanent employees. In the conduct of any business, situations develop which clearly indicate the advisability of hiring casual laborers. For example, a firm may have received a box car of merchandise. Delay in unloading this car might occasion added expense such as the payment of box car rental or demurrage to the railroad company. The use of its regular warehouse crew for unloading would interrupt normal business if the work were done during regular work hours, or it would entail payment of

overtime if done after the regular workday hours. Neither of these courses is consistent with good business practice if there is a better way to get the job done. Experience has proved that the better way is to hire a crew of casual laborers who can report for work immediately, who get paid at a straight-time rate for the actual time worked, even if but 2 hours.

Another occasion for hiring a casual laborer is when a member of a permanent crew of workmen is temporarily absent. The casual laborer replaces the steady workman as a member of the crew, is paid from the time he reports for work, and is laid off immediately when the regular worker returns.

Another emergency also develops when it is found that there is a temporary increase in the volume of business which requires the addition of a crew member but does not justify adding a permanent employee. Or, a truck driver may need help to unload his truck. In this case he picks up the casual laborer on his way to make the delivery, and this helper is paid off as soon as the truck is unloaded.

Casual Jobs Born of Necessity

There are some types of jobs that are open only to casual laborers, steady workmen are never eligible. For example, the job of a coal packer. This workman is hired only when the driver of a fuel truck is unable to make a delivery of coal unaided. A can of coal weighing 150 to 190 pounds is filled by the truck driver and carried from truck to fuel bin by the coal packer. For carrying this coal for a distance of up to 170 feet, and making 11 to 14 trips for each ton of coal packed, this workman receives $1.00 per ton. He must work at top speed to get the truck unloaded quickly. He averages eight to ten tons in a workday, but under favorable conditions may pack up to twenty tons.

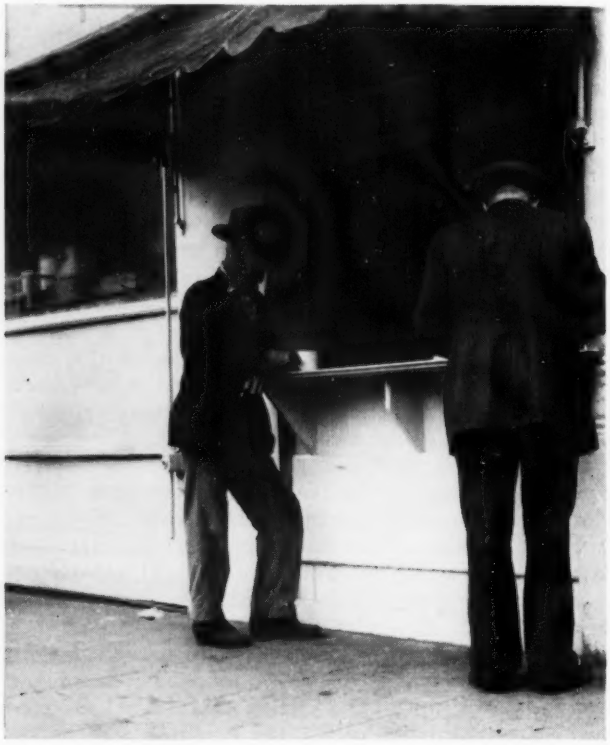
Here applicants' names are called to determine the order in which they will receive consideration for available job openings. The list is rotated to give all comers a chance at short-job openings.

Godsend at Housecleaning Time

Private householders provide about one-fourth of the openings for casual laborers. The jobs are in or around their homes and are of wide variety. For work inside the home the housecleaner is ordered. This is an experienced man who washes walls, ceilings, woodwork and windows, cleans wallpaper, washes and waxes floors, dusts and polishes furniture. For outside work there is the yardman who mows the lawn, trims hedges, cleans trash out of basement and attic, also cleans eaves troughs. Then there is the handyman who can fix almost anything around the home. He repairs broken shelves, puts new hinges on the garage door, stops faucets from leaking, paints a fence or maybe the bathroom. The sawdust handler is in great demand in Seattle where many homes are heated by sawdust-burning furnaces. He shovels sawdust from the pile where it is dumped by the fuel truck to the sawdust bin. He is paid by the unit of sawdust handled. A unit of sawdust is 200 cubic feet and the usual load is one and one-half units. For handling a load of sawdust, the handler receives either $2.25, $3.00 or $3.75, depending on the distance from the pile to the bin.

The Casual Labor Office must satisfy the needs of the employer, while at the same time it holds the

A sidewalk lunch counter accommodates job applicants.



respect and confidence of the applicant. This requires that an unqualified applicant shall be refused referral, but he must be made to feel that he was treated fairly and that he was given the careful consideration to which every applicant is entitled.

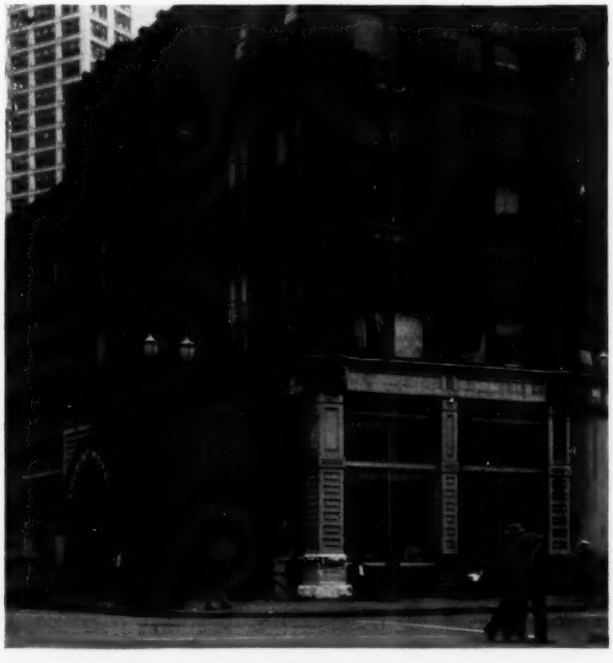
Regard for the feelings of the applicant requires that a few words of explanation accompany the refusal, and this explanation often serves to remove any feeling of bitterness. This is important because all discussion of the job and of the applicant's qualifications takes place openly and hence care must be taken to protect the applicant from any feeling of humiliation.

First Come First Served

While applicants cannot be referred in the order in which they make themselves available for referral, and an applicant may be refused referral to several job openings before one is found for which he is qualified, it has been found quite feasible to consider applicants in the order of appearance at the Casual Labor Office. To effect this objective, the applicant is issued a work card bearing his name and other pertinent information. This card is filed behind the cards of all applicants who reported earlier. He must now await his turn for consideration on openings for which he is qualified for referral. This system of interviewing applicants in rotation has the advantage of being simple and is easily understood. Applicants like it because they can watch it, see it applied, and they feel that it is fair to all.

More and more business and industrial firms are learning to recognize those conditions under which it is profitable to them to hire this type of workman. In addition, an ever-increasing number of private householders are finding out about and making use of our service. There is promise, therefore, that casual labor placements will grow in importance as a phase of the total placement service offered to workers and employers alike.

A Skid Road junk shop. The proprietor does a brisk business in the buying of empty bottles.



One of the oldest hotels on Skid Road is contrasted by the 42-story Smith Tower in background. Seattle's Casual Labor Office is located in the heart of this district, which has been the haunt of unemployed workmen for many years.

YOUR JOB, *Kaufman, Fritz, New York Department of Labor, Harpers & Brothers, New York*, 238 pp., Price $3.00.

* * *

This is a book about choosing a job, finding a job, holding a job, progressing on a job, and changing to a better job. More that that, it is a book which describes a worker's rights and responsibilities under current social and labor laws. It is a book for people who give advice on employment as well as for those who seek such advice.

In addition to supplying information on the usual steps in securing a position, the author describes the special conditions surrounding the job-getting of various types of individuals—veterans, the physically handicapped, inexperienced young folks, women, and older individuals.

Also explained are the relations of the worker to various types of employment agencies, to the Social Security provisions, and to the question of labor union membership. A valuable feature of the book is the Nation-wide directory of various local public agencies having to do with employment.

Reference is made throughout the volume to publications of the United States Employment Service, and to the State and local ES offices as source points for labor market information.

This book should prove useful to newcomers in the field of employment, to those who wish to shift to better job opportunities, and to all educational, vocational, and placement advisers.

"Young Man of the Year"

By

PENNSYLVANIA STATE EMPLOYMENT SERVICE

Joseph E. Fay, Manager, Wilkes-Barre office, Pennsylvania State Employment Service.

IT OFTEN HAS BEEN SAID that public service seldom receives the commendation it frequently merits. Occasionally, however, the spotlight of public acclaim highlights the outstanding performance of some public official, and thereby reflects favorably on his own organization and the public service as a whole.

The public employment service, to reach its greatest usefulness in the community, needs the public good will, needs to have the public "with it." Its staffs are encouraged to promote these good public relations at every opportunity in the day-by-day discharge of duties. When some individual staff member goes beyond this "line of duty" to win public commendation as a civic-minded citizen, the organization to which he belongs shares and takes pride in the acclaim.

Such a one recently so honored was Joseph E. Fay, manager of the Wilkes-Barre office of the Pennsylvania State Employment Service. Wilkes-Barre, in Pennsylvania's historic Wyoming Valley, is a highly industrialized center of the anthracite mining region, and the county seat of Luzerne, third largest county in the Commonwealth.

In presenting Mr. Fay with a Distinguished Service Award and designating him as the "Young Man of the Year," Wyoming Valley's citizens singled him out from among numerous other outstanding young men, under 36 years of age and prominent in business, and in industrial, religious, educational, and other fields in the community.

The committee which endorsed Mr. Fay's selection declared:

"It is difficult to cite any specific community objective more highly desirable, or, even more essential, from the standpoint of improving Wyoming Valley's economic stability and prosperity than that of *providing jobs for our thousands of unemployed World War II veterans and other idle men.*

"And, in this respect, it is difficult to call to mind any person, who, throughout the past year, devoted more of his time and talents to the successful consummation of this important and laudable objective than Mr. Joseph E. Fay, the forward-visioned and indefatigable manager of the Wilkes-Barre office of the Pennsylvania State Employment Service which embraces the adjoining communities as far as Pittston and Nanticoke."

The award honoring Mr. Fay came on the tenth anniversary of his public service (He joined the Employment Service in 1938). During World War II he served as a Lieutenant-Commander, USN, in the Pacific theatre. He was awarded nine combat stars and the Navy Unit Citation. In December 1947, he was commissioned the youngest commanding officer of a U. S. Naval Reserve Battalion in Pennsylvania.

Almost immediately after becoming manager of the Wilkes-Barre ES Office in the summer of 1946, Mr. Fay attracted community attention as one of its rising young men, identifying himself with local civic groups, service clubs and veterans organizations in furthering numerous objectives toward the social and economic betterment of the Wyoming Valley.

Mr. Fay earmarked most of his free evening and weekend hours for meetings and discussions and development of plans of various community groups. His efforts were particularly rewarded through the noteworthy success of Wyoming Valley's first "Industrial Parade of Progress" conducted in October 1947. He was co-chairman of this original event which attracted more than 50,000 visitors. Because of its effectiveness in publicizing the community's industries and resources the event has been adopted as an annual affair.

Recently Mr. Fay was delegated community labor market representative, in cooperation with the Wyoming Valley Chamber of Commerce and local groups interested in the Valley's expansion, to confer

Joseph E. Fay receiving the distinguished service award from Robert W. Davis, National Director, Junior Chamber of Commerce.

with Chicago industrialists in the latter city. Efforts are being continued by the group to have mid-west manufacturing companies establish plants in the Wilkes-Barre area.

Comment of press and radio on Mr. Fay's choice as "Young Man of the Year" reflects also the community's accord on his selection. The WILKES-BARRE RECORD, devoting its leading editorial to Mr. Fay's accomplishments, stated:

"This year's 'Young Man of the Year,' as designated by an impartial committee in behalf of the Junior Chamber of Commerce, is Joseph E. Fay, manager of the State Employment Service in Wilkes-Barre, and Navy Officer, commanding the staff of Battalion 18, U. S. Naval Reserve here.

"He was nominated for the honor on many grounds. Chief among them were his distinctive, undeniably productive endeavors seeking the economic and civic betterment of our community.

"First as manager of the Pittston office of the Pennsylvania Employment Service and then as manager of the Wilkes-Barre office and the Kingston branch, he has done an outstanding job. A large measure of the credit is given him for the construction of the new Naval Reserve Armory in Kingston and its establishment as the U. S. Naval Reserve Training Center.

"Mr. Fay last year was honored for his role in making a success locally of National Employ the Physically Handicapped Week. Last November, he was notified that the Wilkes-Barre Office of the Pennsylvania State Employment Service was the second highest in the Commonwealth of Pennsylvania in the placement on jobs of handicapped workers during the observance. Wilkes-Barre was second only to Philadelphia.

"More than 75 percent of the handicapped placed in local jobs were veterans. Mr. Fay was one of the founders of the Veterans Job Placement Advisory Committee. So far as is known he is the youngest manager of any Employment Service Office in the United States of the same size area. He is a member of The American Legion, Lehigh University Alumni Association, and Northeastern Pennsylvania Chapter of the American Society of Mechanical Engineers. Among his numerous other community affiliations, he serves with other outstanding and influential local men on the Executive Committee of the Community Council of Social Agencies of Wyoming Valley, and as a member of the Board of Trustees of the Wyoming Valley Community Chest.

"The New Year finds him seeking a suitable location in which to establish a vocational training school for the instruction in diversified trades and crafts of the Valley's unemployed men, the majority of whom are ex-servicemen.

"The award was made to Mr. Fay not because of his official position, but because of the distinguished way in which he has performed his duties in that position and as a citizen and Navy officer."

The Wilkes-Barre TIMES-LEADER—EVENING NEWS also editorially expressed pride in the community's "Young Man of the Year:"

"It is particularly gratifying to have a young man in a place of public responsibility selected for the high honor that has been conferred upon Mr. Fay. Down through the years, too many individuals, who have attached themselves to public pay rolls, have been mediocre performers, to put it charitably. It is most reassuring to learn that men of Mr. Fay's calibre, who take their jobs seriously and do not regard themselves as sinecures, are being attracted to government service. This augurs well for the future.

"In his responsible capacity, Mr. Fay has not been content to discharge his routine obligations, exacting as they are. With characteristic zeal, he has applied himself to the assignment with results that speak for themselves. Industry and ability are an unbeatable combination and in the person of Mr. Fay they provide the basis for a stimulating career. The action in designating him as the 'Young Man of the Year' must afford the recipient of the honor no little pleasure, as well as being a surprise. For there can be no greater satisfaction in life than that which stems from recognition by friends and neighbors, usually the severest critics."

That the community activities of the Wilkes-Barre ES Manager reflected credit on and stimulated public confidence in the Employment Service was attested by marked expansion of services under the 6-Point Program.

Field visitors reported that employers of the area were outspokenly impressed by the voluntary and progressive community service rendered by the Wilkes-Barre local office and its manager. They were encouraged to take ES representatives more and more into their confidence in seeking a solution to employment and other related problems. As a result the local office has expanded the number of its employer clientele.

"Guidance is as important to placement as the root to the tree"

The Employment Service, Shanghai, China

By CHAO-MING YU

General Director, Shanghai Employment Service, Shanghai, China

EMPLOYMENT SERVICE, a recent development in China, is still in the rudimentary stage. In war years, due to materials scarcity and personnel shortage, Employment Service Section in Social Service Offices were established only in a few key points in the interior. Furthermore, they were conducted only on a limited scale as an experiment. It was not until July 1944, when because of the steady increase of population in the wartime capital, that the Ministry of Social Affairs expanded the existing Chungking Employment Service Section into a Public Employment Office, giving facilities to all who might want to apply for available openings.

Following VJ-day, August 14, 1945, the Ministry extended the Service to Shanghai, Tientsin, and Hankow.

Being an agricultural nation, the inter-relationship among individuals in China has been built upon personal influence. As a result, to find employees or to seek employment, one has to go through one or more of four channels: namely, relatives, townsmen, teachers, and friends. Little attention is paid to the ability and skill of the person employed. Thus, manpower and material are usually wasted and working efficiency suffers.

Since VJ-day, China is heading for industrialization. In the future, the system of recommendation through private relations is bound to be abolished, and in its stead the system of open selection, based on ability, will gradually become the order of the day. Adequate use will be made of those who are specialized in a certain field of work with a view to fitting men to jobs that they can do best. Thus, the working efficiency will undoubtedly be increased. We have reason to be confident that the popularity of the Employment Service will grow very rapidly as it is meeting an urgent need.

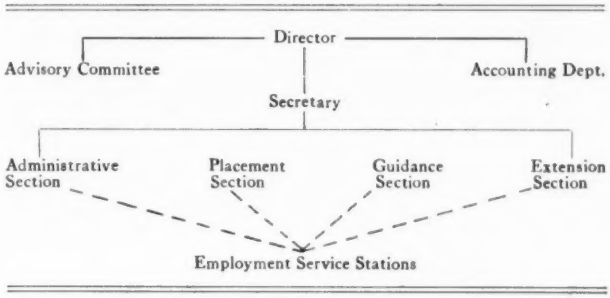
Shanghai is the biggest commercial port of China in which the business and industrial interests are concentrated and which boasts a very large population. The census conducted immediately after VJ-day showed the population of the city to be 5,000,000. Of this number, more than 200,000 had lost their jobs and over 1,000,000 had never been employed. To find an adequate outlet for the huge number of unemployed constituted a grave problem. In order to assist people in seeking employment, the Ministry of

THIS is the eighth in a series of articles on Labor Exchanges Abroad begun in the January 1947 issue of the EMPLOYMENT SERVICE REVIEW. *Previous manuscripts have discussed the employment services of Bolivia, Canada, Chile, Germany, Great Britain, and Japan.*

Social Affairs established the Shanghai Employment Service in September 1945.

The present staff of the Shanghai Employment Service has thirty-five members, consisting of the director, one Chinese secretary, five heads of the various divisions and the Employment Service Stations, four chief clerks, sixteen clerks, four assistant clerks, and four junior clerks. All the staff members went through careful examination and selection before they were employed. Most of them previously have worked for several years in social service organizations and are well experienced with their work. Most of them are college graduates. Besides staff members, there is an Advisory Committee composed of business and industrial leaders and other prominent individuals.

The organizational set-up of the Shanghai Employment Service is diagramed as follows:



The sections of Placement, Guidance, and Extension directly concern the business of the Service. Therefore greater effort has been exerted on these sections, especially the Placement Section. The Employment Service Stations were established for the convenience of applicants who reside far away from the main office.

Now let us list a few important items of program service rendered by the Sections of Placement, Extension, and Guidance.

I. Placement Section

A. *Registration.*—Registration of available workers or of job openings is a service rendered free of charge. An applicant for a job first obtains the registration form at the Inquiry Office and then fills it out in the registration room. Some members of the staff are always there to give assistance when necessary. The applicant then waits in the waiting-room to be interviewed. The interviewer may test the applicant's aptitudes or competence when occasion calls for testing. The registration of job openings by employers involves much the same procedure minus, of course, the testing part.

The procedure of placement is stated as follows:

For Employees:	*For Employers:*
Registration	Registration
Interview	Interview
Testing	Visiting
Visiting	Selection
Selection	Referral
Referral	Verification
Verification	
Follow-up	

B. *Registering of Technicians.*—The purpose of registering technicians is to facilitate placement of unemployed technicians in suitable positions so that they can make use of their technique and specialized knowledge to the fullest advantage. In seeking jobs for the applicants, priority is given to the registered technicians. The Service tries its best to find opportunities for them. A list of the registered technicians is compiled and made available to the interested establishments.

C. *Placement in Temporary Jobs.*—As the title implies, this section recommends temporary jobs to the unemployed, with the purpose of increasing the opportunities for work, and of temporarily solving the livelihood of the applicants, and also of furnishing em-

"Sidewalk Superintendent's Club" convenes, American style, while workmen do electrical maintenance on Nan Ping Street in connection with new buildings under construction in that area of Kunming.

Chinese college students.

ployees for temporary jobs. The remuneration for temporary jobs is calculated either on the basis of piecework or on the basis of time. Piecework consists of such tasks as copying a document, knitting a sweater, et cetera. Suitable persons are selected from the registered applicants and recommended for the work. Applicants for temporary work or workers also go through usual procedure. The only difference between short-term and long-term jobs is that one is temporary in nature while the other is permanent.

D. *Work Extended by Telephone and Letter.*—When suitable persons have been selected from the applicants for jobs, they are recommended to their employers by the simplest and quickest way possible. Either telephone or a letter of recommendation is used, urging the employer to employ the person recommended. In case of no job openings available or no suitable persons for vacancies offered, the Service publishes the information in the local newspapers calling for the talents or opportunities needed.

E. *Statistical Studies.*—The Service collects information about the applicants for work or workers, clips writings in newspapers and magazines concerning the Employment Service, studies the materials thus gathered, and compiles the data into statistics for analysis and reference. When unemployment is discovered due to political, economical, educational, or social misdirected policies, the Service submits the data to the concerned government authorities for their attention. This step is highly significant.

II. Guidance Section

A. *For Further Studies.*—This Section is to help students in their choice of schools which they will enter for further studies. Lectures are given in different middle schools with the purpose of helping the graduating students to have a better and wiser choice of the line they are going to specialize in when they enter college or university.

B. *Counseling New Job Owners.*—When the unemployed get a job, they usually develop two different attitudes. Some may feel that they are not competent enough for the work, while the others may think the jobs are not good enough for them and consequently they take to it light-heartedly. It is the duty of this Section to give these people some guidance so as to help them work in a proper manner.

C. *Help Solving Difficulties.*—It is also the duty of this Section to help the applicants to solve the difficulties which may be encountered after they have obtained jobs through this Service. For instance, they may find it difficult to get a guarantor. This Service always tries its best to help them overcome such difficulties.

D. *Change of Jobs.*—Those who have got jobs through this Service may find their newly obtained jobs, in one way or the other, not suitable for them after a period of trial. This Service investigates and studies the conditions under which they work. If the investigation shows the encountered difficulties can be overcome by some guidance and help, the Service tries its best to persuade the complainant to stay on and improve the situation. Help is also given to change to a more suitable work for the person when the Service finds the case necessary.

III. Extension Section

A. *Investigation and Contact.*—In a city like Shanghai, which has a population of 5,000,000, it is necessary to investigate before the Service can know what talents the various organs need. During the past year, this Service has conducted investigation into the industrial and commercial enterprises as well as into

RECORD OF PLACEMENTS IN 1947

Occupations	Number Placed
Technicians	333
Accountants	186
Secretaries	168
Engineers	135
Apprentices	132
Shop clerks	126
Typists	123
Middle school teachers	96
Communication workers	93
Primary school teachers	84
Agricultural workers	72
Statisticians	66
Health workers	63
Art workers	57
Surveyors	51
Foremen	42
Social workers	27
Professors	6
Others	780
Total	2,640

Educational Status	Number Placed
Illiterates	2
Old-fashioned school	12
Primary school	235
Higher primary school	314
Junior middle school	522
Senior middle school	288
Normal school	171
Higher normal school	147
Junior vocational school	222
Higher vocational school	195
Vocational training school	87
College	111
University	267
Returned students	18
Others	49
Total	2,640

the various grades of schools so as to ascertain what talents may be recommended to them. This Service keeps in constant contact with these organs.

B. *Publicity.*—A new undertaking needs publicity. The Employment Service is no exception. This Service has been in close touch with the newspaper managers and news reporters so that information about the Service has been published in the daily papers from time to time. In addition, radio broadcast and lantern slides in cinema houses are also used for publicity.

C. *Creation of Opportunities.*—This Service has gone a further step in a more positive way by creating or developing opportunities through which the Service can fit in applicants to work.

IV. Employment Service Station

In order to expand our Employment Service and for the convenience of the applicants, this Service has recently established Employment Service Stations at various points of the city. Three such stations already have been established; one is mainly for laborers, one for youth, and the other for the general public.

Progress During the Past Year

I. *Placement Work.*—This Service, during the past year, based its work on the principle of careful examination and selection. Our guiding motto is "We would rather recommend none than to recommend the good-for-nothing." We have paid special attention to knowledge, conduct and ability of the persons recommended so that they may suit the jobs offered by employers. In so doing, we hope to win the public confidence in the employees.

II. Guidance.—In the work of employment service, guidance is as important to placement as the root to the tree. The following table shows the work of guidance by this office during the past year.

Kinds of Guidance	*Number of Persons Who Received Guidance*
Educational Guidance	1,500
Vocational Guidance	2,640
Service Guidance	201
Social Guidance	164

III. Extension of Service.—The success of the Employment Service depends largely upon the extension work. Although we have met with difficulties and physical restrictions during the past year, yet we have tried our best in the way of publicity and contact with the various local organs, besides creating more than 400 opportunities for work. The work of extension may be thus tabulated:

Nature of Work	*Number (units)*
Employers visited	627
Employees visited	1,050
Publication of news	325
Contact with other related organizations	96

IV. Employment Service Stations.—In view of the extensive area of Shanghai, the Employment Service is establishing Employment Service Stations in the various districts in this municipality. During the past year, we have established such employment service stations in the eastern and southern districts, and we are now planning to establish stations in other social service centres. These offices were set up for the convenience of those applying to save them the trouble of coming to our main office in the northern part of the city—North Szechuen Road. All the operations of the main office—placement, guidance and extension—are also carried out at these district offices.

They Share Their Basket of Products and Bring It Back Overflowing

A "BASKET PICNIC" OF IDEAS

By IRA O. WELBORN

Occupational Analyst, Mississippi Employment Security Commission

AN OLD SOUTHERN TRADITION which still survives is the "basket picnic"—a day's gathering of many people of some common interest: family relationship, church affiliation, community relations, fraternal ties or what-not.

The attendance and settings may vary widely, but the masterpieces of culinary art are always the same. Mrs. Jones brings a basketful of her famed pies; the Smith family proudly contributes a mammoth basket of golden-brown chicken as only Mrs. Smith can prepare it; Mrs. Jenkins' bid for fame is her renowned preserved fruits, and the potato salad is such as only Miss Dell can produce. Neighborliness, friendship, and kindred interests are the incentives for a basket picnic, but these are intangibles. Entirely real and wholly satisfying are the material contributions, each the very best that the contributor can produce.

You Get More Than You Give

The inter-regional occupational analysis meeting is analogous to the picnic—with one important difference: from such a meeting, one is welcome to take away all that his friends and neighbors have contributed, along with their recipes, and at the same time he keeps his own, without diminution. Retain the mutuality and friendship, and substitute original thinking for recipes, techniques for jellies, and effectiveness for fried chicken, and one has in such a conference a "basket picnic" in the finest tradition. It is inevitable that, after such an occupational analysis outing, the entire community will enjoy better salads, chicken, jellies and preserves.

An excellent example of this sort of meeting was one held by Regions IV and VII, at Savannah, Georgia, late in 1947. It was attended by 33 administrative, line, and technical representatives of the national and regional offices of the USES, ten State agencies, and the District of Columbia, each bearing a generous basket of his best products to be shared with his neighbors.

Consider some of the things they brought:

Alabama.—Job analyses, one covering an entire plant, garnished with training of in-plant personnel to make job analyses and to spot trouble areas.

District of Columbia.—Unique situation of only one city involved—and a singular city, at that—with the community participation that has been developed under unusual circumstances.

Florida.—Adaptation of the standard job specification form, a quarterly occupational analysis report from local offices, development of a test battery for workers peculiar to the Florida citrus industry.

Georgia.—Self-analysis questionnaire for local offices, analyses of Field Supervisors' evaluations, a Statewide inventory of tests.

Maryland.—Policy of concentration of effort as opposed to multiple services, revitalization of testing, a personnel survey of State institutions.

Mississippi.—A novel dish of analyzing from many criteria a large State-owned trades training institute; systematic occupational analysis studies for improving the farm placement program.

North Carolina.—A generous contribution of effective developments within the State on GATB, placement specialist's check list on the use of technical tools, interviewer's guide for the use of the DOT, survey of the tobacco industry in North Carolina, establishment of a film library, release of aptitude tests to individual firms.

South Carolina.—Public relations program among employers, preparation of job specifications, emphasis on testing program.

Tennessee.—Assistance to local offices in getting more and better job orders and making more qualified placements, establishing statistically that the occupational analysis program produces placements, development of a "sales kit" of services available through the Employment Service, assistance to employers in setting up training programs, job studies for the Department of the Blind.

Virginia.—Correlation of technical occupational analysis program with other State office functions, liaison among local offices and technical services, handling of systematic local office analyses.

West Virginia.—Decentralization of occupational analysis technical services, with at least one trained occupational analyst in each local office; development of training material and adaptation of others; concentration of occupational analysis services in highly industrialized areas.

Relatives Add That Something Extra

Each brought more than has been listed here; those noted were only samples from the "favorite recipes."

Meanwhile, technical and administrative personnel from national and regional offices—in our metaphor they would be the relatives from out of town, hence much respected and from whom comments and compliments were eagerly awaited—gave added dignity,

critical analysis from broader viewpoints, and helpful suggestions as this picnic of ideas progressed.

From the grass-roots level, the States brought their ideas, inventions, adaptations—none copyrighted, all of them freely given for whatever use anyone else could make of them. Not one, but two groups of regional office personnel participated, with a realistic appraisal flowing almost tangibly from State to region to national office. Some problem areas were detected; again, in the light of realistic effectiveness.

Throughout, by means of State presentation, spoon-feeding from the higher echelons was conspicuously absent. When a national office technician conducted the major session, he was talking the language of operations at the State and local office levels; when another made, most eloquently, the principal address, it was forceful realism in terms of getting the job done in the field and by the field.

And, as at any basket picnic, consumption was followed by digestion and assimilation, with much discussion. Just as Mrs. Smith would have asked Mrs. Brown for her recipe for beaten biscuits, Hill of North Carolina borrowed the sales-kit idea from Early of Tennessee and, in turn, gave his recipe for a survey of the North Carolina tobacco industry to Welborn of Mississippi, as an aid in a survey of the cotton-growing industry.

Not only did the free exchange continue throughout the conference, but it lasted, sporadically, by mail for months afterward. In addition, national and regional offices had prepared an inclusive take-home kit, followed by a summary report of the conference itself that continues to serve capably as a portfolio of working ideas and inventions.

Two facets of this conference—or picnic of work ideas—were impressive:

First, informal group discussions continued far beyond the set hours of meetings, with shop talk continuing the exchange of ideas and adding explanations, expansions and adaptations—because the conferees wanted it that way; and

Second, it was evident from the baskets they had brought, the States had not been confined to or by the cook book; using sound principles, they had expanded upon the formal recipes of the EMPLOYMENT SERVICE MANUAL with effective invention and unstinted adaptation, and had given their successful secrets to all.

There may be a better medium for preserving mutuality and furthering neighborliness, for unselfish helpfulness through the exchange of proven ideas and procedures.

There may be.

But perhaps this writer will be forgiven if he clings stubbornly to Southern tradition and insists:

"Me—I like basket picnics!"

Occupational Analysis Does Save Time

By **JOSEPH E. DAILEY**

Senior Employment Technician, Rhode Island State Employment Service

THE PRODUCTS OF OCCUPATIONAL ANALYSIS are many, and varied. They are primarily designed to assist us in Employment Service operations. Unquestionably all of the products are a source of occupational information. They provide us with knowledge about jobs, and the workers who perform on the job.

One of the tools of Occupational Analysis that provides us with detailed information about a specific job is a Job Specification. I know of no other technique in all of the many operating tools at our disposal that is as great and consistent a time-saver as the Job Specification. Our experience in Rhode Island has been—Once tried, always used!

Local office supervisors are apt to be doubtful of the advantages and the value of Job Specifications in local office operations. They may feel that the staff time spent in their development is not warranted by their subsequent use in operations. Employers, too, are quite likely to be skeptical whenever a proposition is put before them with the statement that "It will save time." Their past experience in business, in many instances, has proved that untried ideas, new techniques, and new systems have more often resulted in no saving of time and in many cases a loss in efficiency or accuracy in operations.

In Rhode Island Job Specifications are not a new, untried technique, as they were in use as early as 1941. Their use is past the experimental stage. When employers are introduced to a technique that is not only a time-saver for their staffs, but invariably increases the accuracy of referrals from the local office, they are favorably impressed. A refreshing innovation, Job Specifications are practically always successful when used in the operations of Rhode Island employers. Employers are pleased because the technique does away with repetitive detailed questioning by the order-taking representative of the Employment Service whenever they telephone an order. They are pleased with Job Specifications because through them better qualified applicants, better informed about details of the job, are referred to them. The employer saves time in the hiring interview and the local office referral interviewer's "batting average" or ratio of hires to referrals increases.

Applicants are more pleased with their job offers, because they are able to get accurate and more pertinent information about the job in the local office.

(*Continued on page 28*)

Industrial Services Provided to Employers

By JOHN A. CONSIDINE

Employment Methods Advisor, Pennsylvania State Employment Service, Pittsburgh, Pa.

MORE AND MORE it is becoming apparent to the employer that improved techniques are necessary for recruitment of labor, reduction of turnover, upgrading, increased production and lower production costs. The process of selecting workers has not in most instances kept pace with technological improvements in industry.

With a very stringent labor market, which was in our favor, but with some misgivings as to whether the employers, particularly the small employers, were ready to accept these modern personnel techniques, the *Industrial Services Program* to *Employers* was begun in Pittsburgh.

The ES–724, Employer Visit Reports of the PSES, were studied with the Employer Relations Representatives and, using the Work Sheet as an aid, an effort was made to isolate personnel problems. Very few problems came to light. It now became necessary to improvise our approach to meet the existing conditions. In some instances the Employment Methods Advisor accompanied the Employer Relations Representative on his plant visits to explain the Industrial Services Program; oftentimes the Employment Methods Advisor went alone, supplied with information provided by the Employment Relations Representative that might be of some assistance.

The following are typical cases of Industrial Services to Employers and the results gained by the employer from these services.

Job Specifications

The Manager of a small plastics company had his secretary call the office for a "machine operator" at a low wage rate. No other information could be obtained. The Employment Methods Advisor visited the plant and explained to the manager the advantages of having a job specification written. The manager agreed and job specification was made; one copy was forwarded to the employer and one copy retained by the placement interviewer. With complete job information in the hands of the interviewer, recruitment was comparatively simple. Many young men were looking for opportunities in a comparatively new industry even though the wage rates were low.

A modern laundry, visited by request, wanted to determine if we had a test battery that could be used for the selection of employees. Since there are no aptitude tests available for these jobs, the State office requested that job specifications be written for all jobs and forwarded to Washington via Harrisburg with the expectation that these will aid in the selection of tests for a future battery or batteries. Thirty-three job specifications were written by the Employment Methods Advisors.

In the meantime, the company has found these job specifications, copies of which were forwarded to it, excellent tools for selection of workers.

A manufacturer of storm windows was having difficulty retaining workers. A visit was made to the plant by the Employment Methods Advisor and the job was discussed with the employer. The employer lowered his requirements. A job specification was written which assisted the interviewer in selecting the right people which resulted in greatly reduced turnover.

An upholsterer was unable to obtain experienced workers. In resolving the problem, the Employment Methods Advisor advised the employer to establish an apprentice training course and was given the necessary information as to the procedures. The employer followed through to a satisfactory conclusion.

Job Analysis

Before offering training in Job Analysis to employers, the training was given by the Employment Methods Advisors to all local office professional personnel. It was felt that they should not only be familiar with this technique but should know the application of it in their work. The schedule followed when giving this training to the office personnel was identical to that given to employer representatives at the plants. This schedule was as follows:

First Day: a. m.—Orientation in job analysis; p. m.—Plant visit to observe job.

Second Day: Writing the job analysis after observing the job the previous day.

In most cases, the individual group, consisting of three or four persons, was not able to complete the job analysis of the job observed. A deadline was then set and the job analyses were collected at the time set for completion. Analyses were examined by the Employment Methods Advisor, corrections and comments made and returned to the persons making the analyses. This training emphasized the job analysis formula when interviewing.

In one particular case, the employer wanted to expedite job–analysis training and requested that it be given to ten foremen and two office workers at the same time. The Employment Methods Advisor suggested that the business agent of the local AFL union be invited. This was done and the business agent attended the training. At the completion of the training, all of the foremen were requested to write job analyses and job summaries for all jobs under

their supervision. These analyses were examined by the Secretary of the company who took a 2-week course in the subject at Pennsylvania State College. These Job Analyses are now used for training, transfers, promotions, selection and placement, and adjustment of grievances with the Union. The company also asked permission to adopt Job Specification Form USES–541 for its use. Permission was granted and the company has now completed this program and finds these tools extremely valuable.

A company personnel manager, who was formerly one of the foremen, was one of a small group who took Job Analysis training. He is now in process of making the analyses for all jobs in the plant. He stated he is learning more about the details of the jobs than he did when he was a foreman.

Testing

The introduction of the testing phase of the Industrial Services to Employers is highly significant as it shows the trend of industry to accept these aids in the selection of workers. The representatives of the employer seem to be divided into the three following classes on the use of tests: (1) Those who have some background in testing; (2) those who have heard of the good results obtained from testing; (3) those who have heard of adverse results experienced by testees.

The representatives of the employer who have some background in testing readily accept this tool. Generally they show additional interest by visiting the office to inspect our facilities and to examine the test. Frequently they take the GENERAL APTITUDE TEST BATTERY.

Show Lively Interest

Those representatives of the employer who have heard of the good results obtained by use of the test are inclined to ask many questions. Nearly all will want to know how the batteries were constructed, others want to know the validity of the batteries, still others, the reliability.

The best method found in the Pittsburgh district is to have them visit the office. These persons want to see the tests, want to inspect the testing facilities and often want to take a test. A testing unit supervisor with a thorough academic background in testing is invaluable in these instances.

The third class of employer representatives and the most difficult is the one who has no background in testing and who has "heard" of a case where a highly skilled satisfied worker who took a test was told that he was not fitted for the work he was doing and that he should change his occupation. This type of person is very pessimistic about the use of tests as aids to selection. Often he has formed his opinion and it is difficult to break down his resistance. At times he is surprised when told that some of the largest corporations in the Pittsburgh districts are using tests as aids to selection; that the Army, Navy, and Marine Corps use tests. These statements often help to break down the barrier and enable the Employment Methods Advisor to get a hearing. Fortunately there are not many persons of this type. However, once this type of person accepts testing he becomes a staunch supporter of the program.

The greatest defect and one of major importance is the dearth of specific tests. Often the employer requests test-selected applicants but is deprived the use of this service because we have no test batteries comparable to the occupations.

Testing Finds Favor

Some of the highlights and problems solved by test-selected applicants are as follows:

A company assembling electric irons decided to go into production of table radios. No experienced workers were available. The Employer Relations Representative made arrangements for the Employment Methods Advisor to visit the company in an effort to help solve the problem. The Employment Methods Advisor visited the plant and observed the workers on the production line. Three jobs were comparable to our test batteries: Chassis Aliner, B–95; Solderer, I, B–143; and Assembler, II, B–149. The production manager stated that these were key jobs and that he would like to hire persons with an aptitude for them. However, he wished to give the former employees of the electric iron department the first opportunity to qualify and these tests would be the basis for selection. The tests were given and sufficient help was obtained from among the former employees to staff these three jobs. The other workers who failed to pass the tests were placed on other jobs for which we had no tests. The company stated the production rate per day exceeded its estimates and that the training time was below that which it had set.

A large department store that used our testing facilities before the war has resumed this activity with our office. The company uses this service all year but during the peak periods the testing unit is kept busy testing applicants for this store. Tests used by this company are: B–1, Salesperson, General; B–3, Clerical; B–44 Wrapper-Inspector; and B–89, Stenographer. Test records are maintained as part of the individual's personnel file. Applicants must pass the tests before being placed on the job. The company is extremely satisfied with this service.

A large electrical manufacturing company was having difficulty placing individuals as coil tapers. Each individual was required to tape by hand and by machine. The employee generally could perform one operation efficiently but not the other. Arrangements were made between the company and the Employment Methods Advisor, after determining that the test batteries were comparable to the jobs, to refer only persons who passed *B–93 Coil Taper, Machine*, and *B–131 Field-Coil Taper*. These test-selected employees solved a bottleneck, reduced turn-over and also the time for these operations. The employer asked for additional tests for shop jobs but there

were no tests comparable to these jobs. This employer has since used test batteries, *B–46, Adding* and *Calculating Machine Operator, and B–47 Key-Punch Operator.*

A medium size electrical manufacturing company has the applicants take three tests, *B–93 Coil Taper, Machine; B–131 Field-Coil Taper; and B–182 Multiple Coil Winder.* All applicants must pass at least one of these three tests before being hired. After being hired the company uses the results of the tests to place and transfer the workers.

A company engaged in the manufacturing of liquid meters, air meters and valves has been using B–108 Machine Shop Trainee battery for over a year. The company has two large production machine shops, one job machine shop and one maintenance machine shop. A clause in the contract between management and the labor union states that seniority of employees must be considered for upgrading. Prior to using the above test battery the company had some difficulty in selecting workers for upgrading from those employed in the entry occupation. The company now requires that all laborers be test-selected, thus assuring management of a pool of laborers with the potentialities to succeed when upgraded. This hiring technique has increased production, reduced training time, turnover, and production costs, and, as management states, has been instrumental in bringing a higher type of employee to the plant.

A metal bottle-cap manufacturing company had an opening for a machinist apprentice. He asked for applications for the job from the employees. Five employees filed for the job. Not wishing to discriminate by selecting one of the five, he decided to use B–108 Machine Shop Trainee after it was found comparable to the job. Selection of the trainee was made on the basis of test results.

The above cases were selected because they are typical and non-repetitious and illustrate some of the numerous problems that can be solved for employers by the use of these Industrial Services techniques.

(Continued from p. 25)

They can more readily reach a decision about a job offer. They suffer fewer disappointments regarding jobs after accepting referral.

So much for the employer and applicant. Now, let us see what are the advantages or benefits of the installation of Job Specifications in the local Employment Service office. Unquestionably this technique results in a vast saving of staff time and also increases the accuracy of operations necessary properly to serve the employer.

In a busy Metropolitan office, such as the Providence, R. I. local office, supervisors who were not entirely sold on the value of Job Specifications before their extensive use are now most enthusiastic in their praise of this tool. Experience has proved to them that the use of Job Specifications in the order-taking function is a great time-saver in that it eliminates the necessity for detailed questioning of the employer by the Employer Service order-taker. Repetitive questioning of employers on details of frequently recurring orders often leads to exasperation upon the employer's part, with a consequent break-down in relations with the office. Elimination of detailed questioning during the order-taking saves the employer's time, the Employment Service staff member's time, and also releases the telephone lines of an exceptionally busy private branch exchange permitting other employers the opportunity to complete their telephone calls.

Time is also saved in the order-taking function when (as in Rhode Island) the job order is clipped to the appropriate Job Specification where it remains until the order is filled or cancelled, thus obviating the entry on the job order of all the pertinent information needed for adequate selection and referral. It has been found that the time necessary to consummate the selection process has been considerably reduced because the Job Specification shortens the time spent in searching files of related workers, as the other-sources-of-workers information is readily found on the Job Specification. It also reduces time-wasting investigation by the selection interviewer in inappropriate files and perhaps obviates the calling in of applicants who prove to be unqualified for referral.

The referral interview is a spendid example of the Job Specification proving its worth in staff time saved as well as increasing the accuracy or effectiveness of referrals. While greater saving of time is made in the order-taking process, considerable saving of time is also made during the referral interview. Adequate and accurate information is at the referral interviewer's command. When he discusses the job opening with the applicant, he has all of the employer's minimum hiring requirements, as well as an adequate description of the tasks that comprise the job. He can talk intelligently to the applicant in terms of the What, How, and Why of the job, where and how to go, and whom to see.

The information contained in the Physical Demands section of the Job Specification is indispensable when it comes to the selective placement of physically or mentally-limited applicants. This information, being a component of the Job Specification in Rhode Island, proves to be a time-saver because it eliminates the necessity for the counselor or the referral interviewer having to search an additional physical demands file in order to obtain the necessary information regarding the physical capacities, working conditions, and hazards that are inherent in a job.

We contend, therefore, that Job Specifications certainly pay all-around dividends in time saved!

Next Month:

"Keeping the Public Informed"

a theme on

Public Relations in the Bureau of Employment Security.

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Statistics Are Sometimes People

By LOUIS R. PIZER
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I SUPPOSE progress in an Employment Service ought to be measured in terms such as expanded demand for our services, development of special programs, increased services rendered, et cetera, all more or less supported by statistical data.

They say statistics are, usually, how many people registered for work; how many people were referred to job openings; how many people were hired, or how many were laid off. However, to us in the field offices, statistics also mean something else. We talk with these "statistics" and know they are individuals with human problems and human feelings. So, I would like to tell you briefly about two statistics I talked with recently.

A Belligerent One

Young Eddy, 16 years old, came in to see me Tuesday morning. He had to come because he had been sent by the juvenile authorities. He slouched down on the chair near my desk, pulled a cigarette, demanded a light, and said to me in effect:

"I'm on probation for stealing a radio and can't be released until I work for four weeks. I won't take any job you can offer me, and if I don't work I'll get into trouble again, and then Mr. Pizer that will be your fault."

Frankly, my concealed reaction was quite unprofessional. I guess I wasn't on the beam that day because I talked with the kid—that is the statistic—for about an hour and didn't get anywhere except I received a vague assurance that he would see me again Thursday.

When he came back I started all over again on an entirely new tack. I offered him no jobs, I asked no questions. I merely rambled on about dozens of different crafts, types of work, etc., until I happened to mention commercial art . . . and got my first glimmer of a response. (Now you know, this is an old interviewing trick that occasionally works.) I hurried on to many other fields of work until I saw he was getting bored and then casually mentioned something about sketching and got another response. I repeated this until I was sure that I was on the right track and then asked: "Eddy, what do you do with yourself when you're not hanging around with the gang? You say you don't have money to play pool. What do you do?"

"I draw," he shot back, "I always draw. I even draw something without knowing it. Sometimes I draw on a newspaper, a wooden box, the side of a building, or anything."

"Here." I handed him a pad and pencil. "Draw me something. I don't care what . . . anything. I want to see how good you are. Take your time while I answer this phone—."

From there on it was easy. I still have the drawing with promises of some "good ones." Eddy was hired that day, not as an artist, but I am reasonably confident of three things: he is going to stick to his job, he's going to study art evenings, and he is going to keep out of trouble.

Now, I'd like to tell you about the other statistic. This goes back several years, to 1941, I think. I went down to the State Armory one night that year to prepare some applications for National Guardsmen who were being sent to military camps. Neither those fellows nor I knew what the next few years would bring. I think we were all telling ourselves, "Only God knows what's going to happen." Anyway, I said a few words by way of explaining the purpose of these. I don't recall exactly what my words were, but they implied a promise that when these men came back (if they came back—regardless of their condition) there would be jobs.

Among the group that night there was a certain Bill. Well, Bill did come back—6 years later—minus a leg, plus a badly crippled foot. He ambulates, as the medicos would say, rather uncertainly, with the aid of a cane and a specially built right shoe in addition, of course, to an artificial left leg.

When Bill arrived back to New Britain he was in no shape to go back to his old job as a spray painter. In due time, he did pick up the State equivalent of a high school diploma. From there on it was the GI allowance, a pension, but the promise unfulfilled . . . no regular job.

No Limp in His Gratitude

The other night I was dozing off in my easy chair when the phone rang. It was an old friend of mine; in fact, a former boss for whom I worked in one of the local factories years ago. He was looking for someone to learn to be a specification clerk, someone who was steady and had guts to follow through on an assignment. He gave me the job order. Well, you know the rest . . . But what you can't know is how I felt one morning last week when this particular statistic limped into my office to thank me for having kept a promise 7 years old.

Are these unusual statistics? No. They come by scores to every ES office. Every interviewer, every clerk, every manager talks and works and worries with them every day. Statistics, I think, are like that.

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